

7-13-1989

## Meeting Notes 1989-07-13

Joint Policy Advisory Committee on Transportation

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**METRO**

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# Agenda

Meeting: JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

Date: July 13, 1989

Day: Thursday

Time: 7:30 a.m.

Place: Metro, Conference Room 440

- \*1. MEETING REPORT OF JUNE 8, 1989 - APPROVAL REQUESTED.
- \*2. ADOPTING THE SOUTHEAST CORRIDOR STUDY FINDINGS, RECOMMENDATIONS AND SOUTHEAST CORRIDOR TRANSPORTATION IMPROVEMENT PLAN - APPROVAL REQUESTED - Bob Hart/Richard Brandman.
- \*3. AMENDING THE TIP FOR TRI-MET'S SECTION 9 AND SECTION 3 DISCRETIONARY PROGRAMS - APPROVAL REQUESTED.
- \*4. AMENDING THE UNIFIED WORK PROGRAM FOR BI-STATE TRANSPORTATION STUDY - APPROVAL REQUESTED - Andy Cotugno.
- \*5. AUTHORIZING FEDERAL FUNDS FOR SECTION 16(b)(2) SPECIAL TRANSPORTATION PROJECTS AND AMENDING THE TRANSPORTATION IMPROVEMENT PROGRAM - APPROVAL REQUESTED.
- 6. JPACT MEMBERSHIP STATUS REPORT - INFORMATIONAL - Andy Cotugno.
- 7. LEGISLATIVE REVIEW (FEDERAL, STATE) - INFORMATIONAL - Andy Cotugno.

\*Material enclosed.

NOTE: Overflow parking is available at the City Center parking locations on the attached map, and may be validated at the meeting. Parking on Metro premises in any space other than those marked "Visitors" will result in towing of vehicle.

## MEETING REPORT

DATE OF MEETING: June 8, 1989

GROUP/SUBJECT: Joint Policy Advisory Committee on Transportation (JPACT)

PERSONS ATTENDING: Members: Chairman Ragsdale, Metro Council; Clifford Clark, Cities of Washington County; Scott Collier, City of Vancouver; Bob Post (alt.), Tri-Met; Wade Byers, Cities of Clackamas County; Don Adams (alt.), ODOT; Gary Demich, WSDOT; Bonnie Hays, Washington County; Jim Gardner, Metro Council; Carter MacNichol (alt.), Port of Portland; Pauline Anderson, Multnomah County; Earl Blumenauer, City of Portland; and George Van Bergen, Metro Council

Guests: Grace Crunican and Steve Dotterer, City of Portland; Lee Hames and G.B. Arrington, Tri-Met; Susie Lahsene, Multnomah County; Leslie White and Kim Chin, C-TRAN; Ted Spence and Erik East, ODOT; Wink Brooks, City of Hillsboro; Molly O'Reilly, Forest Park Neighborhood Association; Richard Devlin, Metro Council; and Tom VanderZanden, Clackamas County

Staff: Andy Cotugno, Karen Thackston, and Lois Kaplan, Secretary

MEDIA: Robert Goldfield, Daily Journal of Commerce

### SUMMARY:

The meeting was called to order by Chairman Mike Ragsdale.

### MEETING REPORT

The May 11 JPACT meeting report was approved as written.

### BI-STATE TRANSPORTATION STUDY WORK SCOPE

Andy Cotugno reported that the ad hoc committee is trying to develop a work scope within the confines of the Bi-state Position Paper. He felt it would be ready for consideration at the July 13 JPACT meeting. He indicated that there is agreement on responsibility between jurisdictions and where consultant support would be useful.

Gary Demich added that the subcommittee is trying to determine

the anticipated costs and division of costs.

#### STATUS OF JPACT MEMBERSHIP SUBCOMMITTEE

Mike Ragsdale reported that the Membership Subcommittee is first trying to address the purpose of JPACT. He noted that no formal actions have been taken but a broad range of issues have been discussed. After the issues of role and responsibility have been defined, the organizational structure will be addressed. JPACT members will be notified of those meeting dates should they wish to attend.

Andy Cotugno announced JPACT vacancies for the representative and alternate of the cities of Multnomah County, noting that we will soon begin the recruitment process.

#### TRANSPORTATION 2000

Andy Cotugno provided an update on pending transportation legislation.

Commissioner Hays spoke of the recent poll conducted by AAA which indicated 88 percent opposition by its members to the tire and battery tax and 75 percent opposition to the local registration fee increase.

Commissioner Blumenauer noted that AAA has been active in its opposition to the Transportation 2000 package. At the last Transportation 2000 meeting, some of the AAA executive leadership expressed conflicting viewpoints regarding our pending legislation and their opposition to the split on trucks. Commissioner Blumenauer felt an effort should be made to encourage AAA's participation for a better supportive relationship in meeting our transportation goals. Andy Cotugno noted that AAA has invited the Transportation 2000 group to present an article in one of their upcoming mailers.

Andy Cotugno then reviewed a proposed list of Transportation 2000 implementation activities. Even though the legislative session is coming to a close, it was clear to the committee that considerable work remains to implement the funding package. It was agreed that legislators should be thanked for their cooperation and that efforts should be made to reinforce and reassure those legislators of the need for their continued support. It was also suggested that a packet be prepared defining the objectives of the Transportation 2000 Group in the hope that political candidates and legislators might avail themselves of the material and embrace our objectives.

Commissioner Anderson asked whether any consideration has been given to the potential impact of the citizen suit on the Westside corridor. In response, Andy Cotugno indicated an unsettled question remains of how transportation projects must meet land use requirements and how to integrate complex land use requirements with EIS requirements. He stated there will be an impact on meeting land use requirements in general and spoke of a possible merger of the two processes. Commissioner Anderson questioned whether there should be land use people on JPACT.

Another question raised was that of manpower to deal with these issues. It was noted that there has been high participation on this issue by staff-level people, private businessmen, and Board representatives throughout the region and that their continued involvement is critical.

Chairman Ragsdale pointed out that the Transportation 2000 effort got moving well after the Legislature started and that a transportation agenda is needed for the next legislative session. In the interim, he suggested taking the opportunity to enlist support and workers that have previously not come forward.

#### PROPOSED UMTA RULES FOR MAJOR CAPITAL INVESTMENT PROJECTS

A handout was distributed detailing proposed new UMTA rules for major capital investment projects, and a discussion ensued on the implications of such rules. Andy Cotugno expressed concerns regarding the proposed rules and felt that JPACT members should respond both to UMTA and the Congressional delegation during the comment period which is open until June 26. Andy Cotugno indicated that a guideline packet would be mailed in the next week to all jurisdictions and the Transportation 2000 people. It was suggested that this issue also be placed on the Transportation 2000 agenda for its June 15 meeting. Procedures presently followed include an evaluation of alternatives, preparation of an Environmental Impact Statement, preliminary engineering, concluding with a decision of whether or not to build, and a federal funding commitment.

In discussion on the proposed rule changes, concern was expressed as to whether the Westside light rail project, approved for P.E. in 1983, must comply with the new regulations. It was pointed out that the new rules have new threshold and match requirements and involve a major change in when local money must be provided for match. G.B. Arrington indicated Tri-Met has been working with Congressman AuCoin in trying to resolve the issue with the Westside rail project. Committee members took issue with federal

JPACT  
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interpretation of project eligibility with regard to "cost-effectiveness." They also felt that "buying your way up the ladder" was an inappropriate way to consider projects in place of those that have more merit.

Councilor Van Bergen expressed disappointment over the lack of statutory authority to implement some of the public-private task investments and hoped that efforts will continue along that line.

ADJOURNMENT

There being no further business, the meeting was adjourned.

REPORT WRITTEN BY: Lois Kaplan

COPIES TO: Rena Cusma  
Dick Engstrom  
JPACT Members

STAFF REPORT

Agenda Item No. \_\_\_\_\_  
Meeting Date \_\_\_\_\_

CONSIDERATION OF RESOLUTION NO. 89-1108 FOR THE  
PURPOSE OF ADOPTING THE SOUTHEAST CORRIDOR STUDY  
FINDINGS, RECOMMENDATIONS AND SOUTHEAST CORRIDOR  
TRANSPORTATION IMPROVEMENT PLAN

Date: July 5, 1989

Presented by: Richard Brandman

PROPOSED ACTION

This resolution adopts the Findings, Recommendations and Southeast Corridor Transportation Improvement Plan contained in the Southeast Corridor Study document and directs staff to incorporate appropriate portions into the ordinance to update the Regional Transportation Plan (RTP). In addition, projects from this improvement plan that are related to traffic problems or improvement projects on McLoughlin Boulevard will be considered for funding from the remaining McLoughlin Corridor reserve.

TPAC recommended adoption of this resolution at their June 30, 1989 meeting with one no vote (from the Port of Portland). In discussion by TPAC, concern was expressed that the study primarily focused on local traffic problems and therefore was inappropriate to adopt at the regional level and be incorporated into the Regional Transportation Plan. It was concluded, however, that the plan should be reflected in the RTP in concept because of its relationship to the McLoughlin Boulevard improvements.

FACTUAL BACKGROUND AND ANALYSIS

The Southeast Corridor Study was initiated as a result of the approval of the McLoughlin Corridor project by the cities of Portland and Milwaukie, Clackamas County, and by Metro and ODOT because of concerns that the construction of the Tacoma Overpass would lead to greater infiltration of traffic in the Johnson Creek corridor. The study was later expanded to include east/west travel problems throughout the study area because the Southeast Corridor had also been identified as an outstanding issue in Metro's RTP.

The major and most controversial issue addressed during the course of the study was examining the need for a new arterial in the Johnson Creek corridor. Two of the three arterial alternatives considered in the study consisted of a new roadway in the Johnson Creek basin adjacent to the Portland Traction Company railroad right-of-way. The third alignment evaluated an arterial adjacent to the existing Johnson Creek Boulevard.

The Southeast Technical Advisory Committee found that new arterial capacity in the corridor is not needed at this time. This conclusion was based on the finding that the amount and type of traffic on Johnson Creek Boulevard is appropriate for its classification as a collector and Johnson Creek Boulevard functions similarly to other collectors in Portland and Milwaukie. The Technical Advisory Committee also concluded that this issue would need to be reexamined if expanded bridge capacity in the Sellwood area is analyzed during the upcoming Willamette River crossing study.

There were strong advocates and considerable debate at the Citizens Advisory Committee meeting both for and against a new roadway. Proponents of a new arterial felt that it was the only effective method of reducing traffic on the residential section of Johnson Creek Boulevard and met the primary objective of the study. Opponents acknowledged that a new arterial would reduce traffic on Johnson Creek Boulevard, but it would also make congestion worse in other Southeast Portland neighborhoods. More importantly, they felt that the Johnson Creek basin is a valuable environmental resource and should be preserved.

The technical and citizens committees evaluated more than 15 alternatives, including the new arterial alternatives, for addressing traffic problems on Johnson Creek Boulevard and on other east/west streets in the study area. In general, different impacts were associated with each of the alternatives that made them unacceptable to the Citizens Advisory Committee, including: prohibitive costs for the benefit received; significant residential or environmental impacts; negative impacts on traffic circulation and accessibility; and negligible reduction in traffic in the study area.

As a result of this analysis, the technical and citizens committees worked cooperatively to develop a set of specific recommendations based on the following general recommendations of the study:

1. There is strong support for the transit component of the RTP, specifically on the need for the Milwaukie LRT and the accompanying major increase in transit service.
2. Trucks should be routed from the Johnson Creek industrial area toward I-205 to the extent possible.
3. Projects should be initiated to facilitate traffic movements on specific east/west streets in the study area and relieve traffic demand on the residential portion of Johnson Creek Boulevard.
4. Measures should be taken to treat 45th Avenue and Johnson Creek Boulevard west of 45th as neighborhood collectors.



A public hearing on the study's findings and recommendations was held on June 5. There was general support for the projects listed in the Southeast Corridor Transportation Improvement Plan. A number of people testified in favor of the recommendations for a variety of reasons, but primarily because a new arterial was not recommended and because the projects identified in the improvement plan were able to meet most study objectives. Several residents of the study area expressed their concern that the recommendation does not include a new arterial. Residents of the Ardenwald Neighborhood Association and others were also concerned that nothing had been done to mitigate traffic impacts on Johnson Creek Boulevard and requested that improvements to the residential portion of Johnson Creek Boulevard be added to the plan.

A project at this location is now recommended to be included in the improvement plan after consideration and support from both the Southeast Technical and Citizens Advisory Committees.

Other testimony related to concern about specific projects in the plan and did not affect the recommendations.

In addition, there was testimony in support of the railbus alternative which has been recommended for further study by the Southeast Citizens Advisory Committee. This recommendation was not supported by the Southeast Technical Advisory Committee because it did not relieve traffic congestion in the study area. However, the Technical Advisory Committee does recommend that further information on railbus be presented to TPAC and JPACT for their consideration.

This resolution allows the projects contained in the Southeast Corridor Transportation Improvement Plan to be incorporated into the RTP and become eligible for funding from the McLoughlin Corridor Reserve. A separate recommendation will be forwarded for allocation of the reserve to either McLoughlin Boulevard project cost increases, LRT related costs and/or the components of this improvement plan that are directly related to traffic problems or improvement projects on McLoughlin Boulevard.

#### EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 89-1108.

BEFORE THE COUNCIL OF  
THE METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ADOPTING THE	)	RESOLUTION NO. 89-1108
SOUTHEAST CORRIDOR STUDY FINDINGS,	)	Introduced by
RECOMMENDATIONS AND THE SOUTHEAST	)	Mike Ragsdale, Chair,
CORRIDOR TRANSPORTATION IMPROVEMENT	)	JPACT
PLAN	)	

WHEREAS, Metro Resolution No. 86-632 approved a McLoughlin Boulevard Improvement Program consisting of highway improvements to McLoughlin Boulevard, a potential LRT extension from Portland to Milwaukie, expansion of bus service and a neighborhood traffic management program in the Sellwood neighborhood; and

WHEREAS, the McLoughlin Corridor Improvement Program called for completion of a study to identify east/west traffic problems and recommend an improvement strategy for the Southeast Corridor before construction of Phase II of the McLoughlin Boulevard improvement could begin; and

WHEREAS, the Southeast Corridor is also identified as an outstanding issue in the Metropolitan Service District's Regional Transportation Plan (RTP); and

WHEREAS, the Metropolitan Service District and the affected local jurisdictions have cooperatively conducted an analysis and evaluation of alternative transportation strategies in the corridor; and

WHEREAS, the study produced the Findings, Recommendations and a Southeast Corridor Transportation Improvement Plan as set forth in Exhibit A; and

WHEREAS, the Findings, Recommendations and Southeast Corridor Transportation Improvement Plan have been endorsed by the Southeast Corridor Technical and Citizens Advisory Committees; and

WHEREAS, the City of Portland, the City of Milwaukie, and Clackamas County support the study's recommendations by adoption of resolutions; now, therefore

BE IT RESOLVED:

1. That the Council of the Metropolitan Service District adopts the Findings, Recommendations and the Transportation Improvement Plan of the Southeast Corridor Study as set forth in Exhibit A and directs staff to prepare amendments to Ordinance No. 89282 to incorporate components of the improvement plan of regional significance into the next update of the Regional Transportation Plan.

2. That consideration be given to allocating funds from the McLoughlin Corridor Interstate Transfer Reserve to these recommended improvements based upon their relationship to the adopted McLoughlin Boulevard improvements as well as increased costs of the McLoughlin Boulevard improvement itself and possible LRT related costs.

ADOPTED by the Council of the Metropolitan Service District this \_\_\_\_ day of \_\_\_\_\_, 1989.

Mike Ragsdale, Presiding Officer

## Exhibit A

### Southeast Corridor Study Findings, Recommendations and Improvement Plan

#### A. Findings

##### 1. Need for Arterial Improvement

The Technical Advisory Committee reviewed the current function and classification of Johnson Creek Boulevard as well as the various impacts of new arterial capacity in the corridor and recommended that no new arterial be carried forward based on these findings:

- . Johnson Creek Boulevard is classified as a neighborhood collector by the city of Portland and a minor arterial by the city of Milwaukie. Based on each jurisdiction's definition of use and type of traffic (local or through), these classifications are consistent.
- . Johnson Creek Boulevard acts and functions as a collector, not an arterial, with only 12 percent through trips utilizing the facility in 1985. It will continue to function as a collector in the future. Through trips will increase slightly to 16 percent of all trips utilizing the facility.
- . The amount of traffic on Johnson Creek Boulevard is appropriate for its classification and is similar to that on equivalent facilities in Portland and Milwaukie. In addition, Johnson Creek Boulevard serves the same function as other collectors in Portland.
- . Traffic increases on Johnson Creek Boulevard are projected to be small (8 percent) through the year 2009, even with the construction of the Tacoma overpass and the Johnson Creek Boulevard interchange at I-205. This increase is substantially less than on many other east/west streets in the study area. The small increase in traffic is a result of a constrained traffic-carrying capacity on Johnson Creek Boulevard, available capacity on other streets in the study area, and the limited area of land available for development.
- . A new arterial would reduce traffic volumes on Johnson Creek Boulevard and decrease congestion on east/west streets, but also attracts significant regional through traffic in the corridor from other major arterials. In addition, it would

exacerbate congestion problems in the Sellwood neighborhood, the McLoughlin corridor and other Southeast Portland neighborhoods, and runs contrary to the City of Portland's Comprehensive Plan and Arterial Streets Classification Policy.

- . The Johnson Creek basin is a park-like environment in an urban setting. Construction of an arterial in the basin would have significant impacts and community opposition. These impacts include wetland and drainage issues, wildlife impacts, noise impacts to Tideman/Johnson Park and to numerous residences, and residential displacements.
- . The question of new arterial capacity in the corridor still remains in relation to the need for additional river crossing capacity across the Willamette River. The river crossing study is scheduled to begin at the conclusion of this process. It will address the issue of travel constraints across the Willamette River and examine the need for new bridge capacity across it. New bridge capacity may have significant impacts on regional travel and the river crossing study will provide the appropriate forum to address major capacity improvements in the Southeast area.
- . The current truck prohibition on Johnson Creek Boulevard does not present major problems in accessibility to the west for the Johnson Creek industrial area. Respondents to the truck activity survey stated that they have learned to live with the prohibition and that carriers have adjusted and diverted to 52nd Avenue and Linwood for access to the west.
- . New arterial capacity to the west is not an issue of concern at this time for Johnson Creek area employers. When asked about transportation projects they would like to see in the area, no respondents identified new arterial capacity; however, most agreed when asked that a project of that nature would benefit truck and employee accessibility.
- . Overall, employer survey results showed strong support for the Johnson Creek Boulevard/I-205 project. Comments regarding desired transportation projects in the area included: upgrading Johnson Creek Boulevard from 45th to 82nd; improving the 82nd Avenue/Johnson Creek Boulevard intersection; and instituting traffic signals or turn lanes at specific locations along Johnson Creek

Boulevard to improve ease of movement between the street and places of business.

2. Feasibility of Remaining Alternatives

The Southeast Corridor technical and citizens committees thoroughly reviewed the traffic, economic and environmental impacts associated with each of the other alternatives. After extensive discussion, the committees agreed that none of the alternatives as originally envisioned should be recommended based on these findings:

- . Both Share Traffic alternatives are very costly (\$19.3m to \$27.6m for Share Traffic No. 1 and \$55.1 to \$61.8m for Share Traffic No. 2) in relation to the benefit realized. Share Traffic No. 1 reduces traffic on Johnson Creek Boulevard by 10 percent, but creates a very high number of residential displacements on Holgate Boulevard. Share Traffic No. 2 reduces traffic on Johnson Creek Boulevard by 21 percent, but at a prohibitive cost and results in a loss of industrial access in the Mailwell area and higher traffic volumes on residential streets in Milwaukie and Portland neighborhoods.
- . The Minimize Traffic alternatives do have potential to reduce traffic on Johnson Creek Boulevard. However, they also make many traffic movements more difficult, requiring considerable out-of-direction travel for local traffic needs. Minimize Traffic No. 2 represents the most severe of these and makes local traffic circulation almost impossible. The citizens committee did not want to reduce traffic on Johnson Creek Boulevard at the expense of neighborhood accessibility.
- . The expanded transit/railbus option was examined to define its potential to reduce traffic problems in the Southeast area and analysis has shown that it would not have any significant benefit to traffic congestion and is not a solution to Southeast traffic problems. The citizens committee agreed that railbus not be carried forward for this study, but recommended that it be incorporated into future regional rail studies.
- . Even minor increases in capacity on Holgate from 28th to Foster Road would lead to significant increases in traffic (+30 percent) and congestion on that facility and continuous improvements on Holgate are not recommended.

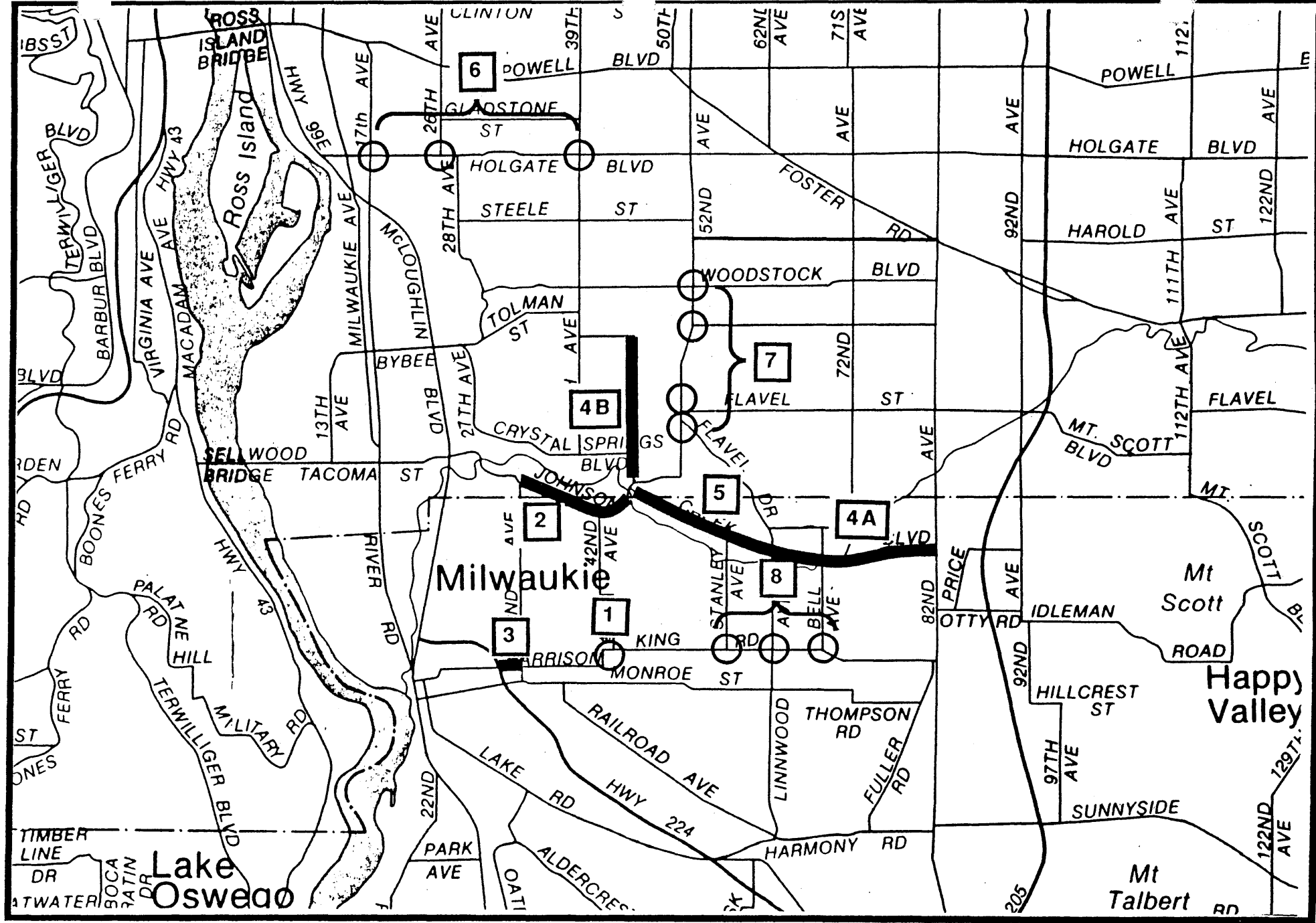
- . North/south improvements on 52nd Avenue benefit primarily McLoughlin and 82nd Avenue, which are regional facilities. They would also reduce traffic to a lesser extent on 42nd, 39th and 45th, but have little impact on Johnson Creek Boulevard and other east/west streets. Continuous improvements on 52nd Avenue/Flavel Drive are not recommended.
- . Any plan calling for traffic diversion would make local traffic circulation more difficult and would reduce residential accessibility and is not recommended.

#### B. Recommendations

The Southeast Corridor Citizens and Technical Advisory Committees worked cooperatively to develop the recommendations of this study and the projects listed in the Southeast Corridor Transportation Improvement Plan (Figure 1). Following are the general recommendations of the study:

- . There is strong support for the transit component of the Regional Transportation Plan, specifically on the need for the Milwaukie LRT and the accompanying major increase in transit service over the committed system being called for. The Milwaukie LRT was found, in a 1984 study, to be a viable corridor.
- . Truck traffic should be routed from the Johnson Creek industrial area to I-205 to the extent possible.
- . Projects should be initiated to facilitate traffic movements on specific east/west streets in the study area and relieve traffic demand on the residential portion of Johnson Creek Boulevard.
- . Measures should be taken to treat 45th Avenue and Johnson Creek Boulevard west of 45th as neighborhood collectors.

The projects listed below are recommended jointly by the Citizens and Technical Advisory Committees. The plan consists of projects which are consistent with the preceding recommendations and address existing transportation problems, improve local traffic accessibility into and out of the study area, improve access to the Johnson Creek Boulevard industrial area, and facilitate east/west traffic movements. Improvements in the plan should be designed to maintain transit accessibility and should incorporate transit improvements such as bus priority treatments, convenient stop locations and bus pullouts where warranted. In addition, Tri-Met should continue to evaluate transit service needs within the study area and provide service improvements where warranted.



**METRO** Southeast Transportation Improvement Plan

Figure 1



Southeast Corridor Transportation Improvement Plan

The following projects make up the improvement plan and are listed by priority of need and their ability to meet Southeast study objectives.

<u>Project Location and Description</u>	<u>Cost</u>	<u>Purpose</u>
<p>1. Harrison Street/42nd Avenue/King Road</p> <p>Provides additional through capacity by widening 42nd Avenue to two lanes plus a continuous left turn lane and widening King Road to four lanes west to 42nd Avenue.</p>	\$210,000	To reduce geometric constraint and improve east/west flow.
<p>2. Johnson Creek Boulevard (32nd Avenue to 45th Avenue)</p> <p>Provide mitigation and safety measures such as curbs, drainage, street lighting and sidewalks where needed. Design lanes to meet minimum standards. Exact scope of project will be determined by Portland, Milwaukie, the Ardenwald Neighborhood Association and affected property owners.</p>	\$1 m. (Cap from Regional Reserve.)	Does not improve capacity; meets objective of treating Johnson Creek Boulevard as a neighborhood collector. Helps protect existing residential areas.
<p>3. Harrison Street (Highway 224 - 32nd Avenue)</p> <p>Conduct preliminary engineering (P.E.) to determine scope of project. This is an at-grade project and should be coordinated with the Sunrise Corridor DEIS.</p>	<p>P.E. - \$50,000</p> <p>Construction - \$300,000 to \$400,000</p>	To provide additional capacity at Highway 224 intersection and improve east/west flow; corridor is currently under utilized.
<p>4a. Johnson Creek Boulevard (Linwood Avenue to 82nd Avenue)</p> <p>Upgrade to urban industrial road standards; conduct P.E. from 45th Avenue to 82nd Avenue to determine overall scope of improvement; two travel lanes with turn lanes where needed; examine need for curbs, sidewalks and safety improvements. Design project to maintain rail feasibility at crossings.</p>	<p>P.E. - \$50,000 to \$70,000</p> <p>Construction - Phase one - \$1.4 to \$1.7m</p>	To encourage truck traffic to utilize I-205 to the extent possible; facility is currently substandard; roadway is narrow and uneven with cracked pavement.

<u>Project Location and Description</u>	<u>Cost</u>	<u>Purpose</u>
<p>4b. 45th Avenue (Harney to Glenwood)</p> <p>Narrows the street with curb extensions, subject to the endorsement of the Woodstock Neighborhood Association and 45th Avenue residents. Should be constructed no later than project 4a. Impacts of project should be monitored so traffic is not diverted to other streets.</p>	<p>\$500,000 (Cap from Regional Reserve.)</p>	<p>Treats 45th as neighborhood collector by reducing excessive speeds on facility. Decreases truck accessibility.</p>
<p>5. Johnson Creek Boulevard (45th Avenue to Linwood Avenue)</p> <p>Two travel lanes with turn lanes where needed; curbs and sidewalks.</p>	<p>\$1.8m</p>	<p>See 4a.</p>
<p>6. Holgate (17th Avenue; 26th Avenue and 39th Avenue)</p> <p>Provide left-turn lanes; replacement signal and restripe; remove on-street parking at intersection; evaluate need for north/south left-turn lanes.</p>	<p>\$220,000</p>	<p>To improve east/west flow and local accessibility by separating turning and through movement.</p>
<p>7. 52nd Avenue (Woodstock; Flavel Drive; Flavel Street; Duke)</p> <p>Provide left-turn lanes and channelization.</p> <p>Conduct P.E. on Flavel Drive, Harney Road, and extension of 52nd Avenue to determine feasibility of improved connection to Johnson Creek Boulevard.</p>	<p>\$150,000</p> <p>P.E. - Unknown</p>	<p>Improves capacity at problem intersections; provides increased accessibility from eastside industrial area, the only industrial area not served well by Johnson Creek Boulevard upgrade and interchange.</p>
<p>8. King Road (Linwood Avenue; Stanley Avenue; and Bell Avenue)</p> <p>Widen intersections and add left-turn lanes at Linwood; other intersections - left-turn and upgrade; construct Linwood as phase one.</p>	<p>Phase one - \$300,000 to \$500,000</p> <p>Total - \$500,000 to \$700,000</p>	<p>Improves safety and capacity; facilitates east/west traffic flow.</p>

STAFF REPORT

Agenda Item No. \_\_\_\_\_  
Meeting Date \_\_\_\_\_

CONSIDERATION OF RESOLUTION NO. 89-1109 FOR THE  
PURPOSE OF AMENDING THE TRANSPORTATION IMPROVEMENT  
PROGRAM FOR TRI-MET'S SECTION 9 AND SECTION 3  
DISCRETIONARY PROGRAMS

Date: July 5, 1989

Presented by: Andrew Cotugno

PROPOSED ACTION

Adoption of this resolution would amend the Transportation Improvement Program (TIP) to include a program of projects for FY 1990 using Section 9 funds. In addition, it would amend the TIP to include \$5.5 million in FY 1989 and \$9.5 million in FY 1990 of Section 3 discretionary funds to complete Project Breakeven.

TPAC has reviewed this TIP amendment and recommends approval of Resolution No. 89-1109.

FACTUAL BACKGROUND AND ANALYSIS

JPACT, in May 1989, approved a series of recommendations concerning federal actions required for transit funding. Among the items approved was an UMTA funding proposal for fiscal years 1990 through 1993 with provision that specific TIP amendments to implement the program would later follow.

This first step to implement the above program appears in Exhibit A to the resolution and focuses on Section 9 funding.

Augmenting the Section 9 Program is \$9.5 million of new Section 3 funding to complete Project Breakeven. This is in addition to \$5.5 million of previous Section 3 (1989) appropriations and \$4.3 million of proposed locally controlled Section 9 funding in Exhibit A. Funding for Project Breakeven will allow acquisition of land by Tri-Met. The land will in turn be leased back to private interests at commercial rates for private development. The lease revenues and new farebox revenues will help defray the operating costs of the existing MAX route. Implementation of this concept is one of the key recommendations of the Public/Private Task Force on Transit Finance previously adopted by JPACT.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 89-1109.

BEFORE THE COUNCIL OF THE  
THE METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING THE	)	RESOLUTION NO. 89-1109
TRANSPORTATION IMPROVEMENT PROGRAM	)	Introduced by
FOR TRI-MET'S SECTION 9 AND SECTION 3	)	Mike Ragsdale, Chair,
DISCRETIONARY PROGRAMS	)	JPACT

WHEREAS, JPACT has previously approved an overall federal funding program proposed for transit improvements; and

WHEREAS, Tri-Met has prepared a program of projects for FY 1990 using Section 9 funds; and

WHEREAS, new Section 3 discretionary funds in the amount of \$5.5 million have been appropriated, and funds in the amount of \$9.5 million to complete Project Breakeven have been proposed for FY 1990; now, therefore,

BE IT RESOLVED:

1. That the Council of the Metropolitan Service District adopts the Section 9 Program projects for FY 1990 appearing in Exhibit A;

2. That the use of new Section 3 discretionary funding in the amount of \$5.5 million in FY 1989 and \$9.5 million in FY 1990, coupled with Section 9 funds to complete Project Breakeven, is endorsed;

3. That the Transportation Improvement Program be amended to incorporate these allocations and projects;

4. That the Council hereby finds the projects in accordance with the Regional Transportation Plan and hereby gives affirmative intergovernmental project revision approval.

ADOPTED by the Council of the Metropolitan Service District this \_\_\_\_ day of \_\_\_\_\_, 1989.

Mike Ragsdale, Presiding Officer

Exhibit A

SECTION 9 PROGRAM OF PROJECTS FOR FY 1990

1.	Westside Light Rail Project Preliminary Engineering and Final Environmental Impact Statement	\$1,863,200
2.	Project Breakeven (partial funding for land acquisition, design and construction of a light rail station and associated improvements on MAX line).	\$4,300,000
3.	Light Rail Vehicles - Air Conditioning Retrofit	\$1,920,000
4.	Service Vehicles	\$53,600
5.	Shop Equipment	\$45,840
6.	Computer Equipment	\$252,080
7.	Telecommunications Equipment	\$24,320
8.	Automatic Vehicle Locator - Demonstration Project	\$40,000
9.	Security Equipment	\$320,000
	Subtotal Capital:	\$8,819,040
	OPERATING ASSISTANCE (Up to 50% Funding) For period from July 1, 1989 to June 30, 1990	\$4,108,766
	TOTAL	\$12,927,806



**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Memorandum

Date: July 5, 1989

To: JPACT

From: *AC* Andrew C. Cotugno, Transportation Director

Re: Bi-state Transportation Study

Attached for approval is a proposed work scope for the Bi-state Transportation Study. The tasks are consistent with the position paper previously adopted by JPACT. Included in this work scope are the transportation planning work activities that were included in the position paper. The land use planning tasks are presently under consideration by Metro's Urban Growth Management Program. Preliminary discussions have been undertaken with land use planning officials in Clark County.

TPAC approved this work scope at their June 30 meeting and reviewed a preliminary budget describing jurisdictional responsibilities and funding sources. When the budget is finalized, both the work scope and budget will be brought forward in a resolution for adoption as an amendment to the FY 90 Unified Work Program.

ACC:lmk

Attachment

## BI-STATE TRANSPORTATION STUDY

### PROGRAM DESCRIPTION

JPACT recently adopted a position paper that called for a Bi-State Transportation Study. The position paper recognized that bi-state travel is an important part of the Portland-Vancouver regional transportation system, and it is in the best interest of the Portland-Vancouver region that this part of the system function properly.

The Metro Regional Transportation Plan identifies a series of transit and highway improvements to serve the bi-state travel movement between Clark County, Washington and Oregon. Metro and Clark County IRC will evaluate the adequacy of the existing system to meet existing travel demands and the adequacy of the planned system to meet projected 2010 travel demands. This will provide the necessary documentation for determining whether or not to proceed with consideration of additional transportation improvements for inclusion in the Regional Transportation Plan.

Public involvement will focus primarily on the LRT aspects of the study, to be undertaken by Portland for the Oregon portion of the route and by Clark County IRC for the possible extensions into Clark County, Washington. Additional public involvement will be required if this study concludes that improvements beyond those identified in the RTP are needed.

### RELATIONSHIP TO OTHER WORK

The analysis of existing travel, future travel demand and present/future transportation system adequacy will utilize information produced by the following work activities:

- (1) updated forecasts produced in the model refinement tasks;
- (2) updated LRT ridership forecasts and evaluation of I-5 North LRT produced in the Regional LRT study task; and
- (3) technical input on highway operating levels from WSDOT and ODOT.

In addition to this transportation system evaluation, Metro is coordinating the development of an Urban Growth Management Plan to guide future urban expansion in the Oregon portion of the metropolitan area. This activity is being done as a cooperative effort of the land use planning interests in the region under the supervision of the Urban Growth Management Policy and Technical Advisory Committees. Initial discussions have been undertaken to coordinate with and expand this activity into Clark County.

If at the conclusion of this analysis it is determined that the planned transportation system is inadequate and upon completion of the long range land use planning activities described above, consideration will be given to undertaking an assessment of additional transportation improvements in the I-5/I-205 corridors.

Consideration of new highway bridges will not be undertaken until other alternatives have been thoroughly considered and a long-range urban growth policy for the region has been developed.

#### OBJECTIVES

- A. Provide for policy, technical and public input to the Bi-State Transportation Study.
  - 1. Metro and IRC staffs will individually report results to JPACT and the IRC Board of Directors and jointly report results to the Bi-State Policy Advisory Committee.
  - 2. METRO and IRC staffs will jointly convene a technical advisory committee.
  - 3. IRC staff will within Clark County develop a broad-based community information program on high capacity transit and under separate funding, Portland will develop a community information program within North Portland.
- B. Evaluate and define existing bi-state travel needs and traffic impacts on I-5 and I-205.
  - 1. Conduct a detailed capacity analysis and facility needs analysis based upon today's traffic volumes and roadway capacities.
  - 2. Identify, segment and evaluate existing needs in terms of trucks, autos, transit and intraregional versus interregional.
- C. Identify transportation system management (TSM) strategies needed to address the immediate and short-term I-5 and I-205 corridor needs.
- D. Update and refine the travel forecasting models.
  - 1. Incorporate the results of the external cordon traffic survey into the regional travel models.
  - 2. Re-calibrate the models using 1987/88 land use data and traffic count data.
  - 3. Use the updated and calibrated models to produce region-wide travel forecasts for 2010 that are based on the "new" 2010 growth forecasts.
- E. Develop a methodology for assessing the impacts of bi-state accessibility on economic development to the region as a whole, to the Clark County region, and to the Portland region. This methodology will be provided to the land use planning jurisdictions for consideration.



- F. Evaluate the ability of the 2010 "committed" and "RTP" transportation system to meet the future year travel demands.
  - 1. Conduct a detailed capacity analysis of both the "committed facility improvements" and the "RTP" transportation system improvements.
- G. Update I-5 and I-205 LRT ridership and cost data.
  - 1. Review 1988 bus ridership calibration using the most recent land use data and transit system data.
  - 2. Produce 2010 bus versus LRT ridership estimates given the "new" 2010 land use and revised transit/LRT network in both Portland and Vancouver.
  - 3. Update capital and operating costs.
- H. Examine alternative LRT options including a King Boulevard alternative and LRT extensions in Clark County.

#### PRODUCTS

Develop a report documenting the analysis and findings of the Bi-State Transportation Study to include the following:

- A. Existing bi-state travel and capacity needs.
- B. Identification of TSM strategies for immediate implementation.
- C. Model calibration for bi-state travel, including the results of the external travel survey.
- D. 2010 travel forecasts and costs for I-5 North LRT.
- E. Evaluation of adequacy of RTP system to meet 2010 travel demands.
- F. Evaluation of feasibility of I-5 North LRT extensions into Clark County.

#### BUDGET (To be determined)

##### Expenses:

Metro

IRC

Consultant

Materials & Services

##### Revenues:

Washington

Rail Development Commission

C-TRAN

ODOT

Metro

Tri-Met

## Bi-State Transportation Study: Draft Budget Proposal

<u>Task</u>	<u>Budget</u>	<u>Funding</u>	<u>Responsibility</u>
1. Collect traffic count, transit and capacity data	\$ 15,000	50% ODOT/30% WSDOT/10% IRC/ 10% Tri-Met	50% ODOT/30% WSDOT/10% IRC 10% Tri-Met
2. Evaluate adequacy of existing bi-state system (passenger and freight) and publish report	\$ 25,000	100% Funding Pool	100% Consultant
3. Refine 1987/1988 pop/emp data (bi-state)	\$ 1,000	50% IRC/ 50% METRO	50% IRC/50% METRO
4. Calibrate models for bi-state travel (transit/auto)	\$ 35,000	40% C-TRAN/40% METRO/20% IRC	35% IRC/65% METRO
5. Identify TSM strategies	\$ 8,000	25% WSDOT/25% ODOT/ 25% C-TRAN/25% Tri-Met	25% WSDOT/25% ODOT/ 25% C-TRAN/25% Tri-Met
6. Refine 2010 pop/emp data (bi-state)	\$ 2,000	50% IRC/50% METRO	50% IRC/50% METRO
7. Evaluate bi-state component of 2010 Committed and RTP forecasts (transit/auto)	\$ 10,000	50% IRC/50% METRO	50% IRC/50% METRO
8. Evaluate adequacy of 2010 bi-state system (Committed and RTP) and publish report	\$ 50,000	100% Funding Pool	100% Consultant
9. Define LRT alternatives on King Boulevard	\$100,000	100% Portland	100% Portland/Consultant
10. Define LRT extensions into Clark County and support bus network	\$ 60,000	90% C-TRAN/10% WSDOT	10% C-TRAN/75% IRC/ 10% WSDOT/5% METRO

**Bi-State Transportation Study: Draft Budget Proposal**

<b><u>Task</u></b>	<b><u>Budget</u></b>	<b><u>Funding</u></b>	<b><u>Responsibility</u></b>
11. Forecast 2010 LRT ridership for Clark County extensions	\$ 40,000	100% C-TRAN	40% IRC/50% METRO/ 10% C-TRAN
12. Develop capital/operating cost estimates for Clark County LRT extensions and for support bus network	\$ 50,000	100% C-TRAN	10% C-TRAN/10% Tri-Met/ 80% Consultant
13. Conduct Clark County LRT community involvement	\$ 22,000	90% IRC/10% WSDOT	70% IRC/20% C-TRAN/ 10% WSDOT
14. Develop approach for evaluating impact of bi-state accessibility on economic development	\$ 10,000	100% Funding Pool	100% Consultant
15. Coordinate study decisions thru JPACT, IRC and Bi-State committees	\$ 5,000	50% IRC/50% METRO	50% IRC/50% METRO
16. Develop a Bi-State Study report	\$ 10,000	50% C-TRAN/50% METRO	50% IRC/50% METRO
Subtotal	\$443,000		
<b><u>Other Related Activities</u></b>			
17. Geocode external survey and build external model	\$ 48,000	15% IRC/85% METRO	15% IRC/85% METRO

Bi-State Transportation Study: Draft Budget Proposal

<u>Task</u>	<u>Budget</u>	<u>Funding</u>	<u>Responsibility</u>
18. Develop 2010 Committed and RTP forecasts (transit/auto)	\$ 30,000	10% IRC/90% METRO	10% IRC/90% METRO
19. Update I-5 LRT vs. bus ridership and cost	\$ 40,000	45% METRO/10% C-TRAN/ 45% Tri-Met	5% IRC/5% C-TRAN/ 45% METRO/45% Tri-met
20. Evaluate LRT potential along King Boulevard	\$ 50,000	100% Portland	100% Portland
Subtotal	\$168,000		
Grand Total	\$611,000		

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EXPENSES:

IRC	\$104,150
C-TRAN	\$ 21,400
WSDOT	\$ 14,700
METRO	\$ 59,750
ODOT	\$ 9,500
Tri-Met	\$ 8,500
Portland	\$100,000
Consultant	\$125,000

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Total	\$443,000
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REVENUES:

IRC	\$ 37,300
C-TRAN	\$165,000
WSDOT	\$ 14,700
METRO	\$ 28,000
ODOT	\$ 9,500
Tri-Met	\$ 3,500
Portland	\$100,000
Bi-State	\$ 85,000 <sup>1</sup>

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Total	\$443,000
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<sup>1</sup>Bi-State Funding Pool:

Tri-Met	\$ 25,000
C-TRAN/WSDOT	\$ 42,500
ODOT/Portland	\$ 17,500

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\$ 85,000
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*bi-state*



STAFF REPORT

Agenda Item No. \_\_\_\_\_  
Meeting Date \_\_\_\_\_

CONSIDERATION OF RESOLUTION NO. 89-1111 FOR THE  
PURPOSE OF AUTHORIZING FEDERAL FUNDS FOR A SECTION  
16(b)(2) SPECIAL TRANSPORTATION PROJECT AND AMENDING  
THE TRANSPORTATION IMPROVEMENT PROGRAM

Date: July 5, 1989

Presented by: Andrew Cotugno

PROPOSED ACTION

Recommend Council adoption of the attached Resolution which authorizes Federal 16(b)(2) funds to one private, nonprofit social service agency. These funds will be used for the purchase of passenger vehicles and related equipment to provide special transportation services in the Portland metropolitan area to specific client groups not served by Tri-Met. This Transportation Improvement Program (TIP) addition will allow the agency to apply for 16(b)(2) funding from the Urban Mass Transportation Administration (UMTA).

TPAC has reviewed this TIP amendment and recommends approval of Resolution No. 89-1111.

FACTUAL BACKGROUND AND ANALYSIS

Section 16(b)(2) authorizes UMTA to make capital grants to private, nonprofit organizations to provide transportation services for elderly and handicapped persons. Capital investments include purchase of conventional and paratransit vehicles and other equipment associated with providing local and regional (non-intercity) transportation services to the elderly and handicapped. Apportioned 16(b)(2) funds are not available for operating expenses. Transportation Improvement Programs and their Annual Elements must be amended to include new 16(b)(2) projects.

Section 16(b)(2) funding is only available to private, nonprofit organizations and, in the Metro region, only for use to serve specific client groups that cannot be served effectively by Tri-Met. Tri-Met has reviewed the application for 16(b)(2) funds and supports it on the basis that Tri-Met is unable to perform more efficiently the function these vehicles would provide. Tri-Met has conditioned their support on the applicant's agreement to coordinate with the tri-county LIFT program in cases where that would provide more efficient service. (See attached letter of support from Tri-Met.)

The one local provider submitting an application is:

Volunteer Transportation Program	3 8-passenger mini vans	\$ 40,005
	2 modified vans	52,435
	2 wheelchair lifts	<u>7,560</u>
	Total	\$100,000

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 89-1111.

DJU:mk  
89-1111.RES  
07-05-89

TRI-COUNTY  
METROPOLITAN  
TRANSPORTATION  
DISTRICT  
OF OREGON



**TRI-MET**

4012 S.E. 17TH AVENUE  
PORTLAND, OREGON 97202

↑ RECEIVED JUN 23 1989

June 22, 1989

Mr. Andrew Cotugno  
Metro  
2000 SW 1st  
Portland, OR 97201

Dear Mr. Cotugno:

Tri-Met has reviewed the proposal and award notice for the successful applicant for the 1989 16(b)(2) program. Tri-Met has determined that it is unable to perform the functions the vehicles would provide. Based upon the need and their agreement to coordinate with the LIFT program, Tri-Met supports the application for funding for Volunteer Transportation, Inc.

Sincerely,

Park Woodworth, Director  
Paratransit Services

PW/et

c: Dave Unsworth  
Volunteer Transportation, Inc.

BEFORE THE COUNCIL OF THE  
THE METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AUTHORIZING	)	RESOLUTION NO. 89-1111
FEDERAL FUNDS FOR A SECTION 16(b)(2)	)	Introduced by Rena Cusma,
SPECIAL TRANSPORTATION PROJECT AND	)	Executive Officer
AMENDING THE TRANSPORTATION IMPROVE-	)	
MENT PROGRAM	)	

WHEREAS, Section 16(b)(2) of the Urban Mass Transportation Act authorizes the Urban Mass Transportation Administration to make capital grants to private, nonprofit organizations to provide transportation services for elderly and handicapped persons; and

WHEREAS, Section 16(b)(2) funding will be made available only to nonprofit organizations serving specific client groups which cannot better be served by regular Tri-Met service to the elderly and handicapped community; and

WHEREAS, Tri-Met has determined that the applicant listed below can serve their client group more efficiently than could Tri-Met; and

WHEREAS, To comply with federal requirements the Transportation Improvement Program must be amended to include projects recommended for Urban Mass Transportation Administration 16(b)(2) funds; and

WHEREAS, The project described below was reviewed and found consistent with federal requirements and regional policies and objectives; now, therefore,

BE IT RESOLVED:

1. That Federal 16(b)(2) funds be authorized for the purchase of special transportation vehicles for the following:

	<u>Federal</u>	<u>Applicant</u>
Volunteer Transportation Program	100,000	20,000

2. That the Transportation Improvement Program and its Annual Element be amended to reflect this authorization.

3. That the Council of the Metropolitan Service District finds the project to be in accordance with the region's continuing, cooperative, comprehensive planning process and, thereby, gives affirmative Intergovernmental Project Review approval.

ADOPTED by the Council of the Metropolitan Service District this \_\_\_\_ day of \_\_\_\_\_, 1989.

\_\_\_\_\_  
Mike Ragsdale, Presiding Officer



COMMITTEE MEETING TITLE JPACT

DATE 7-13-89 7:30 a.m.

NAME

AFFILIATION

Media	Robert Goldfield	DJC
1G-	Stewart Reit	SE uplift
1G-	JOHN FREWING	EASTMORELAND P.A.
1G-	Robert Dreyfuss	Clark Co. Citizen
S-	Keith Lawton	Metro.
1G-	Dick Reese	Tni - Met
1G-	BILL ADAMS	CITY OF MILWAUKEE
1G-	Dan Bartlett	city of Milwaukee
1G-	Craig Lomnick	Milwaukee Councilman
S-	Robert Hart	Metro
1G-	Lee Hammer	TRI-MET
1G-	Keith Ahola	WSDOT
1G-	Les White	C-TRAN
1G-	KIM CHIN	C-TRAN
1G-	Dean Lookingbill	IPC
1G- G (JPACT Wk)	Richard Devlin	METRO
MA-	Roy Rogers	Wash. Co.
M-	Mike Ragsdale	JPACT Chair, Metro Council
S-	Andy Cotugno	Metro



**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# *Memorandum*

Date: July 18, 1989

To: Joint Policy Advisory Committee on Transportation

From: *AC* Andrew C. Cotugno, Transportation Director

Re: Next JPACT Meeting

Due to summer vacations, the August 10 JPACT meeting has been canceled. The next monthly meeting will be held on Thursday, September 14, at 7:30 a.m. Please mark your calendar accordingly.

ACC:lmk